

# layout for living

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## we open a new chapter . . .

Our association exists to promote *understanding* of community planning, and to foster *public participation* in planning. CPAC was—in racing sheet language—sired in Ottawa by a moderate federal endowment out of known local group enthusiasm. That was two years ago this June. In our nursery years, our job has been to strengthen these local groups, and to establish a national agency guided by their deeds.

To promote our *understanding* aim, we have to turn to the printing-press, film and radio; and we can use them more fully if we employ them through our national office. On the other hand, our *participation* aim must be pursued locally. This is CPAC's experience after a score of months. It has been the experience of like societies in other lands after as many years. The role of your national office is to broadcast local experience for the use of other localities, and to keep national agencies better posted on the impact of their planning policies upon your local scene. An information service is what CPAC can most effectively contribute nationally; but your local endeavour, and that alone—whether through a CPAC Branch or in other local groups—can shape a better environment for you and your children.

Now that citizens' groups to forward planning are coming into being from coast to coast, we enter a new phase of CPAC activity. Your Council has learned from experience to take a wider view both of the possible variety of local activities, and of the opportunities open to the national office. Accordingly, a greater degree of freedom will be enjoyed by Divisions and Branches in undertaking and underwriting regional and local activities. As a maturing citizens' body, your Branch or Division will stand on its own feet and exercise its own judgment in relation to the technical studies and actual building being done in your area. The national office will provide more of the kind of service that has proved its worth: the supply of graphic and readable goods with which to lay the informational groundwork and stimulate local public planning opinion.

Your local job will be given stronger national support by CPAC in several ways: by closer co-operation with national mass-communication systems; by better provision for sale of publications to all interested; by fuller mobilization of the talents of Canadians and others upon whom we depend for reliable planning information; and by greater attention to citizens' conferences—whether sponsored by CPAC or otherwise. (By the way, we have a conference of each type this June: on social work at Hamilton on the 11th, and CPAC Maritimes at Halifax on the 24th. To the former Guy Greer will speak, to the latter Hugh Pomeroy; both speakers have written articles in this issue.)

The details of our broadened local activities and national service will be spelled out in these pages from time to time. At each level we shall be concerned with planning objectives and policies (the business of citizens) rather than with what someone calls "technicalia" (the business of experts). Only as we cling to the essentials will democratic planning colour the administration of our communities. If you would have a better town to live in, you will have an eye for the local future, an ear for local public opinion, a hand in local public affairs. In community planning, let the common senses be your guides.



# clearing our way to better communities

by Guy Greer

*The author is an engineer and economist. He worked with the Peace Conference and Reparations Commission after World War I, and returned to America to engage in economic research, later representing an investment house abroad. He has been senior economist for the U.S. Federal Reserve System and financial director of the Federal Housing Administration; an editor of Fortune magazine, he directed their studies in the planning of Syracuse, N.Y. He will be remembered for his contribution to the Canadian Institute of Public Affairs.*

*The present article is based on his address to the 1947 convention of the American Institute of Architects, and was reprinted in the Journal of Housing for February 1948. The argument is presented in more extended form in Mr. Greer's book Your City Tomorrow, published in 1947 by Macmillan. Mr. Greer is appearing at the 11th Canadian Conference on Social Work in Hamilton this month at the invitation of CPAC.*

I shall undertake to deal chiefly with the conditions in America that have caused most city plans, whether good or bad, to end up as bundles of blueprints gathering dust. I shall attempt to analyze the legal and fiscal obstacles that stand in the way of carrying out the kind of plans our cities and towns need. Then I shall tackle the problem of how those obstacles can be removed.

Most plainly visible among the symptoms of the urban disease is decentralization. It is a fact of life that not only town dwellers are moving to the suburbs, but business and industry as well. Back of the fact lies the whole complex of social and economic forces that for more than a generation have been building up to what must now be recognized as a crisis.

## A 50-YEAR TREND

The trend has been evident to some degree for 50 years. It was made possible by modern transportation and it is being caused by a growing realization of the evils, economic and social, of overcrowding. It began when the first well-to-do families discovered that life could be pleasanter when living in the suburbs or the open country and, if necessary, travelling to and from the city. It was speeded when the railroads, then the tramways, and finally the automobile on good roads, ushered in an era of apparently endless and ever-accelerating booms for subdividers and builders. And the end is not yet.

In most cities, small as well as large, population during the past 40 years or so has been growing much less rapidly within city limits than in surrounding areas. In many cases it has actually declined. But population in metropolitan districts—in the urban communities considered in their entirety—has been increasing much faster than in the country as a whole. Thus we see that, whereas greater and greater proportions of the total population are becoming urban dwellers, the chief towns within their own legal limits are not keeping pace.

The results are painful in all sorts of ways: in general, the ablest citizens move out, the city loses their tax-

paying capacity and the burden of municipal expenditures must be shifted to those who remain. This process helps to drive others away and tends to become a vicious spiral that goes on and on. Genuine values of property are depressed by the very fact of unduly high assessed values and rising taxes. Great and spreading areas around the central business districts are becoming blighted, while in the business districts themselves buildings are being torn down (or ought to be torn down) with nothing more profitable to do with the land than to use it for parking lots.

## SUBURBAN BLIGHT AHEAD

But often the newly developed suburban communities and neighborhoods are so badly planned or located that they will in just a few years themselves become blighted. Worse yet, frequently because of bad judgment in their location, they serve to make impossible the development of any sane and rational transit and transport system for the metropolitan district as a whole. Commonly they are to blame for the traffic jams and other horrors of trying to move too many people too fast, that create the morning and evening nightmares on the roads and transit facilities connecting the city with its dormitory suburbs.

Assuming that the remedy is to be *planned*, at least to a far greater degree than in recent generations, let me state very briefly what I feel sure will be the predominant element in the town of the future. The chief difference from the present pattern will be a great increase in the amount of open space, and consequently a very substantial thinning out of the population living or working in present crowded areas. This view of the future, I think, is about as certain as anything in a highly uncertain world can be.

Hence, the cities and towns will have to spread out their present congested districts over wider areas. To some extent and in many communities, this can be accomplished by a redistribution of use of the land within city limits. In other places, probably a substantial part of the business and industry, along with a great many of the inhabitants, will have to move to what are now suburban areas or open country.

## THE CURE

The urban disease, therefore, can be cured only by solving two fundamental problems. The first is that of spreading out and loosening up the interior of the city and then rebuilding the areas now blighted. The second problem is that of bringing the entire urban community, including all present and future suburbs, under a necessary minimum degree of planning and zoning control. Both problems must be tackled by a type of local government that simply does not yet exist in America.

We are forced at this point to face up to the fact that the two fundamentals of a genuine cure of the urban disease are impossible of achievement because of two great obstacles. One is legal lack of *power* on the part of local governments to come to grips with their problems. The other lies in the inability of local governments, under present conditions, to raise *money* enough to re-shape their outmoded physical patterns even if they had the legal power to do so.

Our cities and towns are in the paradoxical position of having been granted by the states powers that are both too small and too large. Too small, because the municipal governments have very limited authority to control the use of the land within their borders and virtually no authority to plan or guide suburban development. Many state legislatures during the past 50 years or so have in another sense given the local governments far too much power: Home Rule is made the pretext for refusal of adjoining municipalities to enter into any kind of consolidation that could bring efficiency and order into the management of their common affairs.

It is quite clear that a new approach to the whole problem is required. Permissive action by the state or states in which the urban community as a whole is located is, of course, the first requirement. This legislation might consist of a special act or acts for each community but it would be more sensible for each state legislature to pass a general law, after an amendment to the state constitution if necessary.

The vital point of the new legislation is the provision whereby the entire urban community can be brought into consolidation, irrespective of attempts by particular units of local government to stay out. Decision to consolidate, and the degree of the consolidation, might be subject to majority vote in the majority of the governmental units concerned, but with the requirement of an absolute majority in the entire area. Once the people really understood what was involved, experience indicates that the requisite majorities could be obtained. (See the Ottawa story in this issue.)

But such powers as I've outlined will not be enough to permit the community to cope with the whole problem. Needed are powers to control the use of land—the power to buy it, use it, hold it, lease it, or resell it—far beyond anything ever before deemed necessary or proper in the United States.

But suppose we had everything needful from a purely legal point of view—plenty of power to control the use of land throughout the entire urban community. We would still be stopped dead in our tracks by lack of money to carry out the kind of plans needed. This is so in spite of the probability that the great bulk of rebuilding and redevelopment would be undertaken by private business enterprise. For under any conditions, the new and costly framework within which business enterprise might be expected to proceed would have to be provided at public expense.

As to the blighted areas, I think it is obvious that we have only two choices. Either we can let nature take its course, on the chance that eventually prices will sink low enough to permit profitable use of the land in accordance with sound plans. Or else the local government itself can buy up that land, paying as little as possible but taking losses, if necessary, when reselling or leasing it for the low density use that in most instances will make sense. This second alternative, of course, is out of the question now. It could not possibly be financed unless through receipt of very large sums from the federal government. (In such cases in Canadian cities the federal government may cover up to half the

municipal loss, under the National Housing Act.—Ed.) Surely that method would be better than to let present conditions continue. But I am sure you will all agree with me that it would be infinitely preferable to have each urban community undertake the job on its own.

## NEEDED—A NEW FISCAL DEAL

What we clearly need in the United States is a vast overhauling of fiscal arrangements from top to bottom—federal, state, and local. The citizens and business concerns of the cities and towns pay probably more than 90 per cent of all the taxes paid to all levels of government in the country. Moreover, the bulk of all the wealth and income produced in the country is produced in the cities and towns. And yet these local governments are compelled to depend almost entirely on the ad valorem taxation of real estate for their revenues. This arrangement is a hangover from earlier days when nearly all wealth was in the form of real estate or other tangible property and it was entirely adequate. But now conditions have changed so completely that high and increasing real estate taxes are among the most powerful of the influences back of unorganized and unguided decentralization.

Meanwhile local expenditures have been rising steadily for many years and there is every reason to expect that they will go on rising. Improved public services will certainly require more and more money—and still more services, probably some of them entirely new, will be required as time goes on. There is no use pretending that prudent and frugal governments can reverse this process, for if they try to do so, they will only succeed in hastening the decay of their cities by driving more people and business and industry away.

Without attempting a full description of the kind of fiscal overhauling we need, I suggest that two principal measures are required. The first is that local governments be put into a position to *get at* a larger proportion of the wealth and income produced by their citizens. The second, and probably the most important, measure is to shift the burden of some costly services paid for by local taxation to the state or federal government, or both. I refer particularly to such things as education, public health, and the cost of civil and criminal courts.

To illustrate, suppose that just the cost of education were taken out of the budgets of local governments. This would relieve them of from 30 to 50 per cent of their total expenditures. Think what that would mean in ability to ease the burden of taxes on real estate and still have ample funds with which to carry out the kind of plans that are needed.

## ESSENTIAL—BETTER LOCAL GOVERNMENT

At the heart of the whole problem of making plans and carrying them out is better local government. For a multiplicity of reasons that I haven't time to go into, local government is the weakest element in our entire political system—when it ought to be the strongest.

I suggest to you that the challenge of replanning and, in large measure, rebuilding our cities and towns will provide the best possible starting point for the needed revival of citizen interest and active participation in local government.

—continued on page seven



# the case for consolidation of the ottawa community

by Hugh Pomeroy



Hugh Pomeroy has agreed to speak in Halifax on June 24th next to the Maritime Citizens' Planning Conference under the auspices of the Nova Scotia Division of CPAC. The following excerpts are from a report Mr. Pomeroy presented to the Ottawa Planning Area Board on May 1st. This Board is set up under the Ontario Planning and Development Act of 1916, to facilitate the joint planning of the municipalities on the Ontario side of the National Capital district. Since the report was presented, some overtures have been made toward the administrative consolidation of these municipalities. We think Mr. Pomeroy's reasoning for a particular Canadian case is an apt supplement to Mr. Greer's plea for the general North American urban community which is summarized on page two.

I present herewith a summary of my observations with respect to the problem that you have presented to me for comment, to wit, what form of governmental organization within the area under the jurisdiction of your Board will most effectively assure the sound development of the area in accordance with the objectives, purposes and recommendations of a worthy plan for the National Capital.

The major problem for which solution is sought is a dual one. In one aspect it is that of achieving the objective that municipal planning should have anywhere. This may be summarized as the production and maintenance of a satisfactory living environment, in the broadest sense of that term. This means good housing, in good neighbourhoods, properly fitted to a convenient and efficient physical structure for the entire community, satisfactorily situated with respect to sound economic opportunity, and adequately provided with those facilities and services that contribute to social integrity, cultural advancement, and spiritual satisfaction.

The other aspect of the problem is that of producing a National Capital of the quality indicated in my earlier remarks. In one sense, plans directed to this objective will provide the major framework for the more local planning just referred to. More truly, it is only the accomplishment of both the major elements and the local elements that will produce a truly great Capital.

Too often are the stateliness of great avenues and the orderliness of vast groupings of public buildings counterbalanced by nearby deterioration and disorderliness of development. Cities can decay within the very framework of magnificent parkways and under the very mantle of zoning.

In a search for effective local machinery, various alternatives should be examined. There appears to be general agreement that some form of unified control should be sought for the affected area. A first question

might be asked as to the extent of the area to be brought under such control. Last December's report of your Board suggested what should be included in the area. From another viewpoint, the area should consist of

- (a) Territory now urbanized (shaded on plan).
- (b) Territory now in the process of urbanization.
- (c) Territory subject to ultimate urbanization (within "green belt").
- (d) Territory beyond the latter in which land use and land values may be expected to be substantially affected by urban proximity.

The latter category would disappear under the exceedingly wise proposal for a permanent belt of open land surrounding the area of ultimate urbanization—assuming that the belt is wide enough and assuming that control of development is established over it by means more effective than zoning, which could give only illusory protection for this purpose. (See plan.)

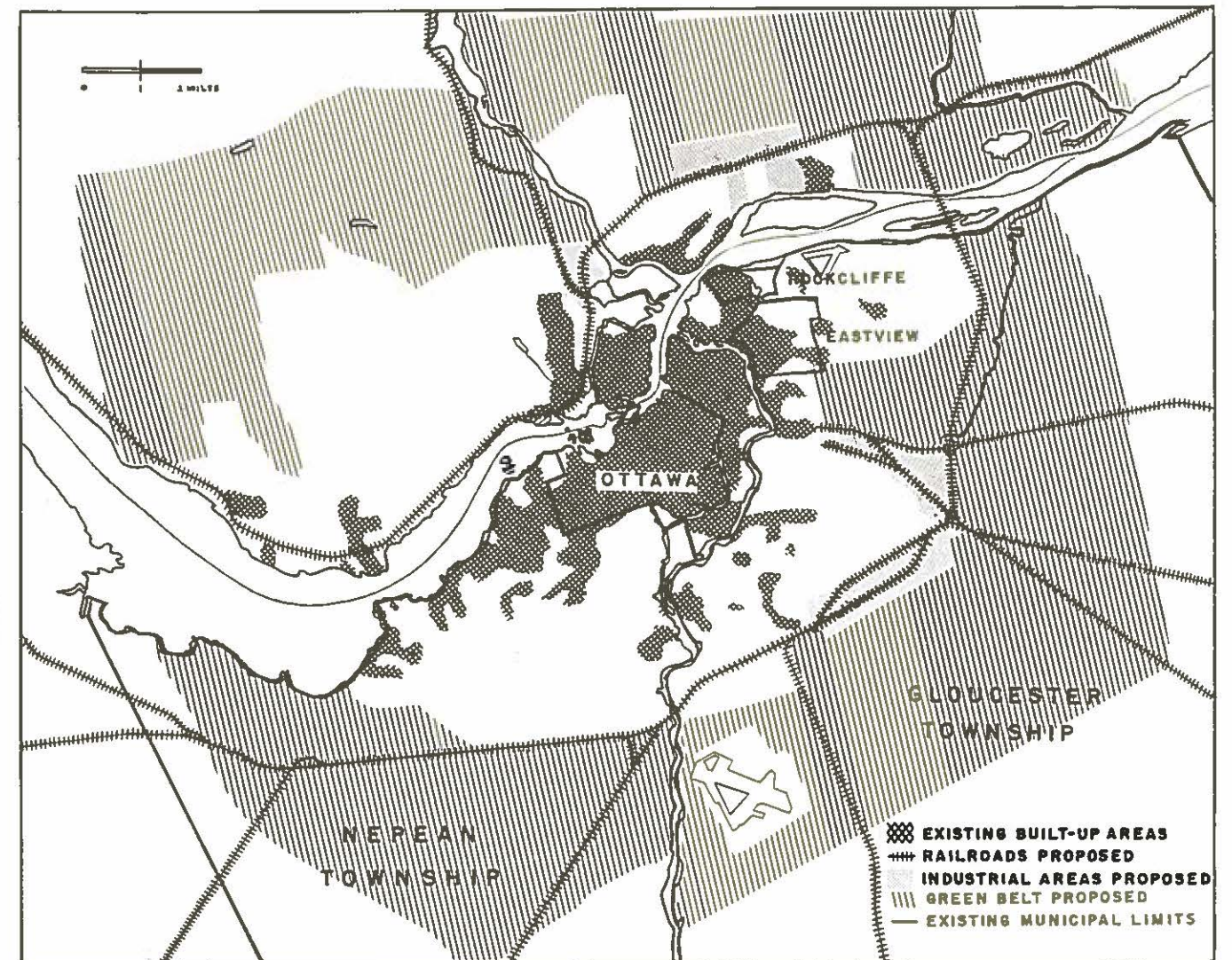
The principal question is that of what form the unified control should take. Here the issue is clear cut, resolving itself to two functionally defined alternatives: (1) should the unified control embrace all functions of government, or (2) should it deal with only selected functions of government—those deemed to be particularly of an over-all nature—leaving all others to the existing five municipalities?

If an examination of the whole question leads clearly to amalgamation as the answer, let amalgamation be considered as neighbouring parts of one urban and to-be-urban area honorably coming together to pool their interests for the achieving of better government for the area.

Even recognizing the borough system as one possible means of preserving some (even though an inevitably decreasing) degree of autonomy for the municipalities of the Ottawa area, considerations of sound governmental organization would make it exceedingly difficult to justify boroughs with such population disparities as 165,000 for one and 1500 for another. Sheer logic would call for a more equitable balance. Why, then, not a borough for the Glebe, and another for Lower Town, for example? Such an atomizing of the city would be unthinkable.

None of the municipalities in this area is a self-sufficient unit. None, Ottawa included, could exist alone if it were placed by itself in the midst of a vast open area, even if it were provided with all the transportation facilities now serving it. The entire area is a social and economic composite—nay, an economic unit. There are probably no welfare cases in Rockcliffe Park, as a separate municipality, or in most of the Glebe, as a part of Ottawa. But, except for cases of social disintegration, the same economy of the entire area that produces the high incomes of Rockcliffe Park and the Glebe also produces the welfare cases found elsewhere in the area.

There is obviously a tripartite interest in the result and a tripartite responsibility for providing the funds to achieve that result: national, provincial and local. The Dominion has already made a contribution of high quality to the improvement of the Capital Area



through the excellent work, much of it superb, of the Federal District Commission. This, obviously, is but a fragment of the part of the total job that is appropriately the responsibility of the Dominion. There is also an interest on the part of the Province, probably primarily with respect to thoroughfares but undoubtedly extending much beyond the normal provincial responsibility in this field, for the Province shares with its municipalities in the area, as well as with its sister across the River, the custodianship of the Capital.

The effective exercise of responsibility by either of the senior members of the team certainly must depend on the third, or local member pulling its fair share, unimpaired by any internal weakness of its administrative machinery. Weakness of administrative machinery would result in failure to provide an effective agency with which the Dominion and the Province can deal, and it would make it impossible to produce the local part—the inextricable local part—of the total excellence of community that is sought, both because of ineffectiveness of the methods of operation and lack of adequate means of operation.

Again, the area is a functional composite and can intelligently be considered only as an economic unit—in this context as regards the tax base of the area. To use existing political boundaries—representing an arti-

ficial fragmentation of a unitary area—as boundaries of areas of different tax base resources, would be, to put it simply, flying in the face of common sense.

For this reason, and because of the hollowness of the concept of local autonomy on the part of municipal units shorn of all but the minor residue of their functions after the assignment to the over-all agency of those functions that must be performed on a unified control basis, I can see no other conclusion than amalgamation of the entire area into one city, thus representing in municipal organization a situation that exists in fact. Municipal machinery will have to be adjusted to a new scale of responsibilities. To temporize and try to introduce stages into the amalgamation itself would only prolong the period of transition and produce a lop-sided municipal vehicle that should instead be put as rapidly as possible into balanced working order. The considerations that lead unerringly to amalgamation as the answer to the problem call also for its expeditious accomplishment.

The task before you is great. It calls for all the devotion to high purpose of which men and women of great stature are capable. From what I know of this great people, I am confident of the outcome.

Respectfully submitted,

(Signed) HUGH R. POMEROY



# british planning act of 1947

by Harold Spence-Sales

*Professor Spence-Sales is on the staff of the School of Architecture at McGill University, to which he came in 1946 from the Ministry of Town and Country Planning in London. He presented the British intentions to the 1947 meeting of the American Society of Planning Officials; and these notes are taken from the proceedings of that meeting, as published in Planning 1947 (ASPO, Chicago, 1948). The Act comes into operation July 1st.*

The Town and Country Planning Bill laid before the House of Commons in January of this year (1947) ushers in a new system of planning for the old. It also marks a change in the established system of land tenure in Great Britain. The document is lengthy and involved. It contains 108 clauses and many schedules whose provisions range from such dramatic steps as vesting all development rights in the state, and promulgating an entirely new code of physical planning, to such details as the control of outdoor advertizing.

In the explanatory memorandum accompanying the bill, the Government states as its object the setting up of a new and more effective system for planning the development and use of land, the provision of a comprehensive solution of the problem of development values with the consequent removal of one of the main obstacles to good planning, and the provision of exchequer grants towards the cost incurred by local authorities in acquiring land for the execution of their plans. In support of the proposals, the memorandum explains the shortcomings of the present governing planning statute, the Town and Country Planning Act of 1932, and refers to the recommendations of the Barlow, Uthwatt and Scott committees, and the government White Paper on Land Use as the sources from which stem the principles underlying the proposals on compensation and betterment. The bill is founded on principles accepted and established by previous governments and is the logical sequel to successive steps taken prior to the war and while it was raging.

The provisions of the bill might be considered under three headings: the new planning system, the control of development values and the financial provisions.

The Town and Country Planning Acts of 1932 and 1944, together with many minor measures, are repealed and existing planning schemes are scrapped. The function of planning under the new system will be removed from local authority and will devolve upon the larger county councils or county boroughs. Instead of the 1441 planning authorities in England and Wales, there will be 145. Provision is made through the setting up of joint planning boards for regional planning to be undertaken. The integration of planning on a national basis will be achieved by direction of the Ministry of Town and Country Planning through joint planning boards down to the level of the constituent planning authorities.

All planning authorities are required within three years to prepare development plans showing the purposes for which land in their areas is to be used, and

designating the land likely to be wanted for various purposes within a period of ten years. All plans are to be reviewed at least every five years. The Minister is required to approve such plans and is empowered to give directions to planning authorities on the way their functions are to be performed. The type of plan to be prepared is very deliberately called a development plan—the word connotes positive action. The planning system aims at flexibility, as opposed to the rigidity and statutory fixity which the Act of 1932 induced. It places upon the constituent planning authority a new function and understanding of the methods and ways of urban and rural development.

For the control of development values the bill does not propose to nationalize all land, but states categorically that the owners of property are not entitled to the loss of development values resulting from planning measures. All development values now accrue to the state. It denies the rights inherent in the 1932 Act for compensation for injurious affection arising from planning controls, but to meet hardships therefrom a capital sum of £300,000,000 is to be made available for payment to landowners in England and Wales and Scotland. The bill does not aim at nationalizing the land.

The effect of such a measure will be to reduce the value of each piece of land to the value attributable to its existing use. Existing development values will be extinguished and compensation paid for hardship. Any increase in the value of land due to its change in use will be taxed away wholly or in part by levying a development charge. The scheme by which the global sum for compensation will be paid and by which the development rights will be assessed and collected is to be worked out by a new Central Land Board acting under instructions from the Minister of Town and Country Planning and the Treasury. Values are to be assessed by those prevailing at the time of the introduction of the bill, and actual payments will be made within a period of five years.

The Minister has stated publicly that over two thousand planners are needed and it is difficult to imagine their being trained adequately and in time. On the financial side a somewhat similar shortage of staff may cripple the operation of the central land board which is charged with the responsibility of assessing compensation and betterment charges. And then there is the over-riding consideration that as the bill is primarily an enabling measure, the spate of rules, orders and other devices to follow in its train may suffocate the purposes of the bill through intensive bureaucracy.

It will be of great value and stimulus to watch the processes by which Britain is attempting to pursue a democratic way of planning. As I see the situation unfolding, planning on the basis of regulatory control is at the crossroads. If planning is to be something more than the merely managerial function of local government, if it is to achieve positive development and act as the matrix of national and local endeavour, it is apparent that the legislative measures required may necessarily have to embody many of the instruments being devised by British planners. The most fundamental of these is the public control of land use.

## our way—continued from page three

Without further argument, let me give you some specific suggestions as to what I think ought to be done—at the risk of having my prescription strike you as simple-minded.

The first step is to devise a program of community planning that will start off with a bang, then keep on banging for month after month and year after year, whenever public interest seems to lag. Things must keep on happening, exciting things. Constant talk, public meetings, newspaper stories and editorials, and especially radio programs, as a matter of course; but in addition, something tangible—for example, really effective, if only makeshift, measures to relieve traffic congestion and the parking headache.

The drive can't be started off successfully just by telling the citizens what is wrong and why. That will be a part of it, of course, but, if nothing else were done, the people would be likely to throw up their hands in complete discouragement. The idea must be stressed from the outset that vast and complex as the job is, it can be licked.

## A CITIZENS' COUNCIL

The takeoff, as I see it, is something that has been tried over and over and has usually come to little or nothing but I doubt that there is anything better. I mean the formation of a regional or metropolitan council for the city and its environs, though I'm thinking of one that will be far more effective than the usual sort. Included in the membership should be the ablest and most public spirited citizens in the whole area. It should embrace all shades of opinion, from the manufacturers' association to the labor unions.

Let me repeat, the regional council I am talking about must be very different from the usual type of community organization that meets occasionally, listens to a few well meant but often tiresome speeches, with the members going home and forgetting all about it. At best, of course, it will be started with some people who will do it little or no good; moreover, several will be left out who would be the most valuable. But the original organizers can take care of all these contingencies by making clear in the first announcement that members will be dropped and new ones added as time goes on and it becomes possible to see just who is interested enough to put his back into the job. The test, I think, will be twofold: contributing money and attending meetings. Either should be enough to qualify a member to be retained.

One thing in this connection is indispensable. The council must have a firm financial foundation. There must be money enough in sight for a program of at least five years and preferably longer—and this requirement, I might add, will run to a good deal of money.

## THE "EXPERT"

Thus far I have said nothing about technicians. They should, however, be considered at the very start of organizing the community. I am not referring especially to professional planners and such—not at this stage. Surely they will be needed and they will have plenty to do. But at the outset the expert needed is someone with the knowledge and experience required to get the

situation sized up and the educational campaign started. He should be an economist, something of a political scientist, and above all he must fully understand what the cities and towns of America are up against and why. Then he will have to be able and willing to gather and digest the facts about the particular town and its environs. Finally, he will have to know how to tell what he has to say in language that won't be over the head of the man in the street.

Perhaps he can't be found all in one man—or woman. Whether he is one person or more, he will have to thrash out with the original organizers their own notions of how to get going; then, whether he stays or not, he will have to prepare a rough outline of what is to be done over the next four or five years.

At a very early stage, however, a full-time director of education will be needed and he will have to be endowed with most of the qualities I listed a moment ago. Almost surely he should be fairly young—perhaps only a few years out of one of the universities, with the intellectual boldness that older men are apt to lack. He may be a bit short on practical judgment but the oldsters will be around to keep him from running wild.

Needed soon, also, will be a technical planner, able and willing to work well in double harness with the director of education, and he should be aided by such staff as the size of the community may require. For towns too small to afford a full-time organization of this kind, probably the city engineer, if advised by one or more part-time consultants—say, a planner and an architect—could manage the technical side of the undertaking. City engineers, by and large, are pretty good people.

I shall not try to describe the program in greater detail. Let me repeat only that the first objective is to make sure that every man, woman, and child in the community knows what is happening to city and suburbs, why it is happening, and what will have to be done to correct the faults of the past and to make sure that they won't be repeated in the future. That, of course, will be only the beginning. But I for one have faith enough in the democratic process to feel sure that once the people really understand the issues, they will reach sound conclusions and then we can begin to think of great plans that will lead to action.

The real drive for accomplishment will come from the real leaders of the community, whether they are those now recognized as such, or those who will rise to the challenge when they become aware of the crisis of the cities and towns. Trained professionals will be valuable, indeed indispensable but fundamentally the job is up to the people and the leaders who can lead.

Community planning in America must be a democratic process. The people of the community, though they need not go into the technical details of planning, must understand its essentials. They must know what they want done and have some idea of how to get it done. They need, to be sure, the help of trained technicians but such help must take the form of collaboration that works both ways. The people must learn from the technicians but the technicians must also learn from the people and take instructions from them.